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Illinois Department of Public Aid 1989 Annual Report

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PREFACE

This annual report serves as an account of the Department of Public Aid's major activities and funding. It is an informational guide to Public Aid programs in Illinois. It presents key facts and gives background information about major programs.

IDPA VALUES

The Illinois Department of Public Aid believes:

In the importance of family and the sanctity of children;

That each individual should be treated with dignity and encouraged to be self-sufficient;

That it should lead through innovation and partnership with the many and varied communities that it serves;

In fostering an environment in which all people can learn, express themselves, and contribute to the community; and

In serving the community in an effective, honest, compassionate, and responsive manner.

IDPA PLEDGE

As part of our commitment to serve you, we will see to it that you:

Receive benefits, for which you are eligible, in a timely and uninterrupted manner.

Be treated fairly and with dignity, courtesy, and respect.

Have your questions answered in a way that you understand.

Receive referrals for agency supportive services and community resources.

Have your complaints and disagreements with agency actions or treatment reviewed and addressed.

MESSAGE FROM THE DIRECTOR

At the Illinois Department of Public Aid, we help more than a million people who have few material goods but lots of potential. We recognize their potential and use our values to guide us in helping individuals make the most of their abilities.

Our values focus on children, families, and communities. By acting on these beliefs, we help people develop skills and find jobs. We help them obtain needed medical care. We help them obtain more nutritional food and help them locate absent parents and obtain child support.

In essence, we help families avoid disaster, and we continue to seek new ways to help families become self-sufficient. However, this is very costly. The resources available for our mission are too often insufficient to allow us to lift families out of poverty.

In every step of the assistance process, we strive to get the greatest benefit for those we aid from every dollar we invest. By measuring the outcomes of our investments in terms of human achievement, we stand accountable both to our clients and to the taxpayers of Illinois.

Behind all our plans and activities, at the heart of our intentions and beliefs, are people with needs and capabilities.

If you want to know what Public Aid is all about, think of children obtaining support from absent parents, adults developing skills to begin promising careers, children and pregnant mothers getting regular health checkups, or men and women learning English and working toward high school diplomas. Those are just some of the important services we offer.

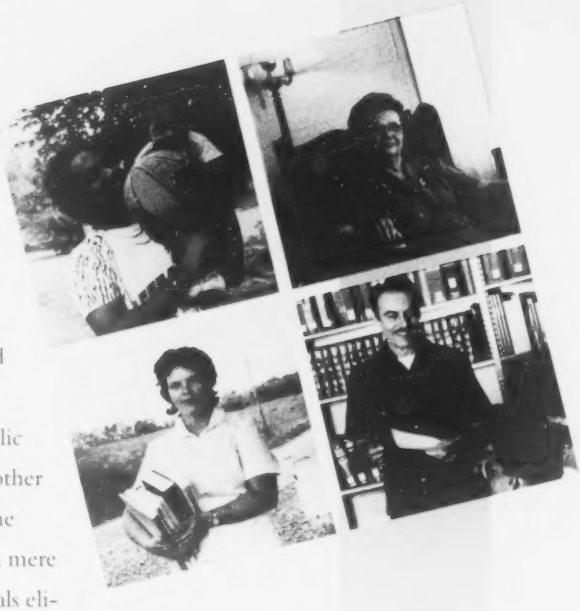
In our work, we carry with us the belief that government can help people improve their lives. We carry with us a recognition that our programs must evolve to keep pace with the changing composition and needs of the people of Illinois. We carry with us a promise that we will be there for those who need our assistance.

"People First" is an IDPA tradition. It is a statement about the potential of individuals and the importance of families. It is the reason we are here.

Sincerely,

Kathleen Kustra

Kathleen Kustra, Director
Illinois Department of Public Aid



People First is an idea that extends beyond case loads and expenditures and demographics. It's an idea that speaks to the heart of the department's mission: to serve Illinois' families, individuals, and communities as effectively as possible.

In the quiet villages and townships around the state, as in the bustling cities and suburbs, people in need look to the Department of Public Aid to provide for their medical care, food, and other basic needs. This report features just a few of the roughly 200,000 families who receive AFDC, a mere fraction of the more than one million individuals eligible for Medicaid in 1989. The report also focuses on a few of the department's approximately 9,900 employees.

On the road to self-sufficiency, each step forward, however small, is a real achievement. Each skill learned or experience gained is one more reason to believe in an independent future, an opportunity to build self-confidence and enthusiasm.

The following stories of Casey Burns, Nicole Davis, Millissia Estes, and the Zumwalt and De La Fuente families are verbal snapshots of some of the people IDPA staff puts first every day and of the employees who have assisted them. The stories do not represent the entire population of individuals receiving public assistance nor the longest strides toward independence; rather, they portray the steps that particular individuals are taking to meet their needs and move toward self-sufficiency.

Just a few years ago, Casey Burns and Nicole Davis were high school sweethearts. Today, they are parents.

Burns, 24, and Davis, 20, grew up within a few blocks of each other in South Chicago.

Due to failing grades, Burns dropped out of school in 1985. He later petitioned to be re-enrolled, but because he was 19 and had not earned the number of credits required, his petition was denied.

When she was 17 and a senior in high school, Davis began feeling ill and depressed. She began to miss school, and her grades fell. The school removed her from its attendance records.

"I enjoyed school and did pretty well," Davis said. "I had always planned to graduate and to study cosmetology."

She visited a doctor at the local Board of Health office who told her she was four months pregnant and had to limit her physical activity.

"I made up my mind to keep the baby," Davis said. "My mother didn't approve, so I moved out of the house and in with a friend."

THE STRUGGLE

For the first few months after moving away from home, Davis supported herself with $175 a month in social security, which she had been receiving since her father died. When Davis turned 18, she was no longer eligible for social security, so she applied for public aid. The department supplied her with an Aid to Families with Dependent Children (AFDC) grant of $250 a month, food stamps, and a medical card.

Burns had already turned to the Department of Public Aid during intermittent periods of unemployment. The department supplied him with $165 a month in General Assistance, food stamps, and a medical card. His GA medical card ensured that if he became ill or was injured, the department would pay for medical care provided by Medicaid-eligible practitioners and facilities.

Medicaid covered the costs of Davis' prenatal care. Her baby, Casey Jr., was born with club feet and a medical ailment that caused him to have difficulty breathing. The doctor told Davis and Burns that the baby's foot condition would require surgery. The doctor also told them to monitor the baby's breathing until his respiratory ailment improved.

Davis and Burns were living separately, but they remained close and visited each other often.

After Casey Jr. was born, Burns worked at one job after another. The only jobs he could get without a high school diploma were temporary. He was a newspaper carrier for six months, an auto stripper in a repair shop for three months, and a stock man at an auto supplies store for another three months. Burns contributed whatever he could to Davis and Casey Jr.

With Casey Jr. to care for, Davis was unable to return to school or get a job. In addition to the expense, Davis worried that Casey Jr.'s health was too fragile to entrust to a day care center.

Soon after Casey Jr. was born, the department sent a letter to Davis. The letter notified her that she had been selected to participate in Project Advance, a federal demonstration program designed to help both teen mothers and fathers become self-sufficient and meet the challenge of responsible parenting.

Davis went to the Project Advance office and became one of the more than 3,000 people the program has served since it began in August 1987. She met her caseworker, Ida Galloway, who assessed Nicole's job skills, interests, concerns, and goals. Davis explained to Galloway her ambition to continue her education and her concerns about child care and transportation costs.

Galloway suggested that Davis take a Graduate Equivalency Diploma (GED) preparatory class offered at the Project Advance office. She reassured Davis that Project Advance would provide her with day care and transportation so that she could take the course. Galloway also began investigating the types of job skills training programs that Davis could take while preparing for the GED exam.

But Casey Jr. was scheduled to have corrective surgery on his feet, so Davis would have to stay at home with him while he recovered.

Medicaid paid for Casey Jr.'s surgery and four-day hospital stay. When young Casey had fully recovered, Davis returned to the Project Advance office and enrolled in the GED course.

ONE MORE INGREDIENT

The Division of Child Support Enforcement (DCSE) sent a letter to Davis. DCSE contacts mothers on AFDC to establish their children's paternity and obtain orders to collect the child support payments to which children are entitled. Burns had helped out when he could but had been unaware of his obligation to make child support payments.

Burns and Davis appeared in court. Upon discovering that Burns was unemployed, the judge at the hearing referred Burns to Project Chance, IDPA's welfare-to-work program. Project Chance helps people continue their education, develop job skills, and obtain jobs.

Burns went to the local Project Chance office and participated in classes geared toward improving job searching skills. Within three months, he got a housekeeping job at a department store.

At the same time, Galloway helped Davis take steps toward getting a job. She invited Davis to an on-site job fair the department held at the Project Advance office. The department periodically hosts job fairs to give clients the chance to apply for jobs with attending employers and to meet leaders from community groups and schools that offer job skills training programs.

Davis showed specific interest in a not-for-profit organization that provides job and interpersonal skills training for teens and adults. Galloway told Davis that Project Advance would help her find and pay for child care, as well as pay for her transportation to and from class.

Together they found a suitable babysitter whom Project Advance paid $50 a week to care for her son. Davis began taking the organization's on-site word processing classes the month she completed her GED course at the Project Advance office. She took and passed the GED examination and completed her word processing course soon afterwards. Project Advance supplied the fee for the GED test and her transportation to the test site.

Galloway, who has been at IDPA for 20 years, has helped Davis regularly, and they talk almost once a week. "She really spends time with her clients," Davis said.

"When Nicole has a problem, she comes to me and we discuss it," Galloway said. "She is a very responsible and intelligent lady who loves her child and is determined to become self-sufficient."

BUILDING A BETTER FUTURE — TOGETHER

Now that Burns is working, his Project Chance caseworker plans to arrange for the State's Attorney's Office to establish a child support withholding order according to his income.

Davis is going on job interviews, searching for a chance to get off assistance and on the payroll.

After a 7.5 percent increase in AFDC grants in January 1990, the department would begin supplying Davis and Casey Jr. with $268 a month in AFDC in addition to food stamps and a Medical card. Davis said she appreciates the help, but she is determined to become self-sufficient.

Galloway said that if Nicole enrolls in a local college, Project Advance will continue to offer her supportive services, such as transportation and child care funds to help her continue her education.

"If it weren't for Project Advance, I'd probably still be sitting at home," Davis said. "Now I feel I've accomplished a lot of things. I feel much better about myself, and I know I can do something for me and my child."

Every day, people who need food, shelter, medical care, or money for basic goods come to the department for assistance. Most will receive welfare for less than three years — just long enough to get back on their feet after enduring hard times.

Families striving to become self-sufficient have a partner in the Department of Public Aid. In 1989, the department stressed partnership as the road to empowerment and revitalized its programs through innovation.

TEAMWORK INCREASES AGENCY'S SUCCESS

In 1989, IDPA managers and staff focused on values and teamwork as keys to serving people effectively.

Staff from several areas of the department worked with the agency's values in developing a pledge that encourages helpful, caring responses and relationships between clients and local office staff. The pledge reminds employees of their responsibilities toward the people they serve. It is also a call to action for clients to ensure they receive the benefits and services to which they are entitled in a timely, helpful, and respectful manner.

Value-based sessions offered opportunities for discovering ways to improve the department's services.

"The pledge lets the people we serve know what they can expect from the department and what we hope they can accomplish with our help," said Director Kathleen Kustra.

Nearly all 9,900 IDPA employees participated in value-based management and problem-solving sessions. The meetings enabled staff to gain deeper understanding of the values that guide the agency and to learn to apply them more productively in their daily work. The value-based sessions opened new opportunities for employees to discuss ideas and suggest ways the agency can address clients' needs more effectively.

Former Director Susan Suter and IDPA managers listened to employees' suggestions for improvement and by December 1989 had acted on more than 19 percent of them. The agency would continue to implement the suggestions in 1990.

The department responded to employees' requests for greater communication among staff by creating a monthly newsletter, *IDPA News & Views*. The newsletter invites staff's questions and suggestions about agency policies and programs. It also informs staff of news that can help them perform their jobs more effectively.

Staff's interest in learning more about training and advancement opportunities resulted in development of a Human Resources Calendar and informational "Brown-Bag Lunches." IDPA also began offering employees more opportunities to advance in their careers through continued education. A new policy has enabled employees to receive reimbursement for more college-level classes than ever before.

The agency acted on employees' suggestions to allow more flexible work schedules as well. Employees were given the option of shortening their one-hour meal periods by as much as 30 minutes. The shortened meal times enabled participating employees to come to work later or leave work earlier while maintaining a 7.5 hour work day.

The department also implemented employees' ideas for improving its programs. To provide quick assistance to clients, the agency computerized the Medical Assistance - No Grant (MANG) Program and purchased terminals and printers for employees working with non-assistance food stamp cases. The department created training sessions to help providers offer appropriate, active treatment to people with developmental disabilities. IDPA also obtained waivers of federal regulations to allow for the provision of community-based services. In addition, the agency began developing new approaches for its Inspection of Care Program, enabling case managers to provide increased assistance to long term care facilities in problem areas while monitoring the facilities' progress.

The agency answered staff's concerns about the bulkiness of the combined application form by shortening it. This reduction saved office space and staff time. Now clients can review and sign a one-page summary of their aid. The shorter form also allows local office staff to obtain a summary of the aid request and household composition on a single page. Lastly, the revised form

enabled reviewers to evaluate applicants' registrations, determine the timeliness of the interview, and identify staff involved in the screening and interview process to help make applying for welfare as simple as possible.

IDPA also made use of employees' ideas for restructuring the agency to enhance communication. Former Director Suter reshaped the administrative body to focus on field services. The reorganization enables the agency to concentrate more of its efforts and resources on those it serves and on those who serve them. The new system emphasizes serving the "whole person" rather than considering a client's different needs separately.

The revised structure added IDPA's Office of the Ombudsperson to the new Division of Planning and Community Outreach. This office represents clients' interests and acts as a catalyst for improving the agency's services. When office staff detects problems in policies and procedures, the Ombudsperson brings them to the attention of agency administrators. It also helps ensure that the agency's policies assist clients effectively.

WELFARE REFORM: PUTTING POTENTIAL TO THE TEST

Illinois recognizes the changing face of poverty. Families have splintered, and children have become the poorest Americans. The department works with individuals, community organizations, and political leaders to develop new ideas for combatting poverty and new methods for turning those ideas into actions that can help people improve their lives.

When Governor James R. Thompson took office in January 1976, a record 805,466 persons received Aid to Families with Dependent Children (AFDC) in Illinois. With the support of the General Assembly and the people of Illinois, Governor Thompson developed Project Chance, a successful welfare-to-work program, in December 1985. This program enabled thousands of families to become self-sufficient. AFDC rolls have dropped to the December 1989 level of 632,082 people — a decrease of 21 percent.

"We are engaged in an evolutionary process to address the long-term problems associated with poverty," said Director Kustra. "It is to our advantage that we have already begun to implement many of the essential solutions."

WELFARE FORUM PRESENTS GRASS ROOTS IDEAS

Community involvement has played an important role in Illinois' welfare reform process. Governor Thompson initiated the Illinois Forum on Welfare Reform in 1988 as a grass roots effort to generate fresh ideas and approaches to reforming the welfare system. The forum brought together more than 1,100 people from diverse backgrounds, including business, labor, and religious groups; social and community service centers; and individuals receiving public assistance.

In March 1989, the Welfare Forum co-chairs, former Director Suter and Silas Purnell, executive director of Ada S. McKinley Educational Services, presented the group's recommendations to Governor Thompson. The recommendations suggested a variety of possible actions, including administrative changes, new partnerships between government and private enterprise, and legislation for the General Assembly to consider.

Among the forum's suggestions were calls to increase grant amounts, improve communication between IDPA and the people it serves, extend child care and medical benefits for people taking jobs, and offer assistance to families seeking child care.

Governor Thompson, the General Assembly, and the Department of Public Aid implemented many of the forum's suggestions. An example is the $3.3 million grant that the agency awarded to United Way of Chicago in June 1989. The funds helped establish and administer a child care resource and referral network. The system will include 16 child care resource and referral centers in Illinois, which will provide parents with information on the availability of child care services, such as day care centers and in-home child care providers. The centers will also provide training and technical assistance to help people become home child care providers.

Governor Thompson also signed into law a bill that extends child care and medical benefits for people who work their way off welfare from six months to a year. This extension makes it easier for mothers to keep jobs once they find them.

NEW COMMUNITY PARTNERSHIP LAUNCHED

The spirit of partnership that motivated the Illinois Forum on Welfare Reform also inspired a federal pilot project the department began in July, called A Chance for Self-Sufficiency. The project is testing the effects of decentralizing welfare administration, building stronger links with the community, providing child care, and enabling individuals to continue their education after leaving public assistance.

A Chance for Self-Sufficiency launched important model initiatives, including a partnership with Bethel New Life, Inc., a not-for-profit organization in the West Garfield Park area of Chicago. This partnership will determine if a community group can be more effective than government at helping people find and keep jobs. In this five-year Bethel and IDPA initiative, people who volunteer to participate will receive job training, educational programs, and such support services as child care and transportation, through Bethel. Other area people receiving welfare will continue receiving similar services through the department's Project Chance Program so the department can compare the results of these services with those offered through Bethel.

In October 1989, Bethel also began helping families become homeowners. The Bethel Housing Program will provide the opportunity for up to 50 participants to earn a down payment for a home in exchange for "sweat equity." Participants develop basic construction and home maintenance skills by working 750 hours to build or renovate homes in their community. In return, IDPA contributes an amount equal to six months of AFDC grants toward down payments on homes for participants.

Once people find jobs, A Chance for Self-Sufficiency helps participants advance in their careers. These individuals can receive training to help them expand their employment potential. The project offers child care and transportation to and from training. Enrollment lasts one year. The department is examining whether additional education, training, and support services help people remain self-sufficient.

WELFARE REFORM INCREASES BENEFITS

Legislators passed important welfare reform measures in the General Assembly in 1989. When Governor Thompson signed Welfare Reform III legislation into law on Sept. 11, 1989, he bolstered families' financial means and extended support services that help people get and keep jobs. Beginning Jan. 1, 1990, this legislation would give a 7.5 percent cost of living increase to persons receiving Aid to Families With Dependent Children, General Assistance, or Refugee Assistance.

This legislative package extended child care and medical assistance benefits from six months to a full year after people take jobs and leave assistance. The extension, which took effect in April 1990, helps bridge the gap between dependency and self-sufficiency.

The legislation also eliminates the negative consequences of accepting part-time or seasonal employment. The package gives supplementary payments to people who earn less in a given month than they would have made on public assistance and ensures that people's incomes will not fall below their regular public aid payment level.

ADVISORY COUNCIL PLANS FOR JOBS

Federal legislation, too, put people first in 1989. The Family Support Act of 1988 requires states to operate a Job Opportunities and Basic Skills Training (JOBS) Program by October 1990 for people receiving aid. Illinois' Project Chance Program, which Governor Thompson initiated in December 1985, gave Illinois a head start in implementing JOBS. Project Chance is one of the state-initiated employment and training programs after which the JOBS Program was modeled. JOBS builds upon the existing Project Chance Program, encouraging people to volunteer for welfare-to-work activities, complete their educations, and become self-sufficient.

In response to a request by former Director Suter, the department's Social Services Advisory Council (SSAC) in December 1989 presented the agency with a plan for revising Project Chance to fulfill the new federal requirements.

The department implemented many of the council's suggestions. IDPA began concentrating available funds on volunteers, young parents, and people whom the Fam ly Support Act identifies as targeted participants. The department started performing standardized assessments of Project Chance participants' reading, math, and vocational skills to see who is ready for immediate job placement and who would benefit from job training, literacy education, or counseling. The agency contracted with the Department of Children and Family Services (DCFS) to make timely payments directly to child care providers. Public Aid helped fund the development of a child care resource and referral system. And the department began offering child care coverage for 12 months after a former client takes a job.

REFORMS AIM TO MAKE HEALTH CARE AVAILABLE TO MORE PEOPLE

Health care was also a dominant issue in the department's welfare reform efforts. Illinois made significant strides in 1989 toward helping people gain access to the medical care they need.

The department recognized that many people who wouldn't otherwise need welfare could be forced into depending on assistance when faced with enormous medical bills. The agency opened the doors to health care for more families in 1989 by expanding its Medicaid Spend-down Program.

The revised program enables people to spend-down assets as well as income. The program works by allowing participants to "spend" the amount of their excess income and assets "down" to the point where they qualify for medical assistance. People simply need to show that they owe or have paid medical debts equal to the amount of excess income and assets they have. These individuals then become eligible for Medicaid for any additional medical debts.

"Many people had more assets than old regulations allowed but still did not have enough money to pay their medical bills," Director Kustra said. "Now many more people can get help paying these bills through Medicaid."

While more people became eligible for medical assistance, the department increased reimbursement rates to health care providers to ensure that care is available for those who qualify. For example, in 1988, the department began operating a pilot program that increased Medicaid reimbursement rates from $446 to $776 for obstetricians treating pregnant women in high infant mortality areas. The department pays $550 for a normal delivery, $700 for a caesarean section, and prenatal visits are paid separately at $28 each. IDPA extended this program statewide in 1989.

In 1989, the state paid more than $800 million to hospitals serving people covered by public aid. Illinois ranked third in the nation in terms of the average payment per hospital for treating disproportionately large numbers of public assistance clients. The state's lawmakers also increased the payment rate for HEALTHY KIDS screenings to $30, the rate for basic physician visits to $18, and provided an additional $60 million to children's hospitals and those serving large numbers of Illinois' Medicaid patients.

IDPA paid an additional $40 million to facilities providing long term care for Illinois' Medicaid clients. This money funded a 7.1 percent increase in rates paid for nursing costs as well as an increase in the payment rate for support services such as food, laundry, housekeeping, and utilities.

Medicaid Partnerships will offer clients increased access to a full range of medical services.

SUMMIT PLANS MORE EFFECTIVE MEDICAL SERVICES

The department's Medicaid reform activities looked beyond the calendar year to measure future needs and develop means of meeting them.

In the fall of 1989, Governor Thompson, along with Chicago Mayor Richard Daley and Cook County Board President George Dunn, convened a Chicago and Cook County Health Care Summit. The summit reviewed the health care system in Cook County, invited and reviewed public testimony, and formulated a health care action plan for the city and county.

"The attention that has been focused on health care in general and Medicaid in particular will serve as a positive force in making real improvements to the system," said Deputy Director Robert Wright. "While these efforts have made it clear that the solution to the health care problem is neither quick nor inexpensive, there is much we can and will do to improve the quality and availability of health care for our clients. Medicaid Partnerships will play a central role in this effort."

CHILDREN BENEFIT FROM INCREASED PARENTAL SUPPORT

Welfare is an employment issue, a health care issue and, in many cases, a children's issue. Lack of child support is the principal cause of welfare dependency and contributes to children being the poorest people in America. In 1989, the department worked hard to help children gain the financial support of both parents.

One of the most important changes in child support enforcement in recent years, the new immediate income withholding law, took effect in January 1989. The law requires judges to issue withholding orders at the same time they establish a child support agreement unless both parents agree otherwise. Employers have participated in the income withholding process since 1984, but before the new law was implemented, the employers usually didn't begin withholding procedures until a parent was at least 30 days behind on his or her payments.

As a result of the new immediate income withholding law, the department served 58.3 percent more income withholding orders in 1989 than in 1988. Collections on orders with income withholding provisions increased by 42 percent over last year.

To ensure that a support order remains sufficient and fair, Illinois received a federal grant to pilot a two-year project, Support Justice, that automatically reviews support orders every three years.

The department served 58.3 percent more income withholding orders in 1989 than in 1988.

"The Support Justice Program can help make up the difference caused by inflation and take into account additional income the absent parent might have now, income that wasn't taken into consideration when child support was initially ordered," Director Kustra said.

To remain healthy, children often need more support than the money they get through withholding orders. They also need health insurance. The department estimates that more than 500,000 children in Illinois are without health insurance. Public Act 86-649, which was enacted in 1989 and went into effect in January 1990, gives courts the power to name children as beneficiaries of absent parents' health insurance plans. The law prohibits accident or health insurance policies from excluding or limiting coverage of a child simply because the child does not live with the insured person.

AGENCY JOINS WITH COMMUNITIES TO BATTLE HOMELESSNESS

A recent study by the U.S. Conference of Mayors found that nearly 36 percent of all homeless people in America are families. One in four homeless persons is a child.

The department showed its determination to help homeless people by forming the Illinois Coordinating Council on Homelessness (ICCOH) in April 1989. The ICCOH coordinates activities related to the federal McKinney Homeless Act and designs ways to combat homelessness better.

In autumn, 1989, the department charged the newly formed council with developing a comprehensive strategy for fighting homelessness.

IDPA also turned to the Social Services Advisory Council to examine IDPA programs, determine how they could better serve homeless individuals and families, and to make recommendations.

The department sought assistance from Illinois' taxpayers as well. The agency planned a write-in campaign to raise money for the Assistance to the Homeless Fund. IDPA will distribute all money collected to not-for-profit organizations aiding people who are homeless.

For nearly five decades, Millissia Estes' life was characterized by health, happiness, and hard work. Born in Metropolis, Ill., Estes, 67, has spent her whole life working in this small town that hugs the Ohio River. She graduated from high school in 1940. During the next 47 years, she got married and divorced three times, raised three children, and held more jobs than she can count.

Estes is one of approximately 300,000 people in Illinois participating in the Medical Assistance-No Grant (MANG) Program. MANG is the department's medical assistance program for those who are ineligible for income assistance but who need help paying their medical bills.

Estes always earned a modest but stable income until the spring of 1987, when she suffered a heart attack and was unable to keep her job as an in-home-care companion for an elderly woman. Her employer said Estes' health was too fragile and would not hire her back after she recovered. Although she was receiving $274 a month in social security, she knew that without health insurance, it would not be enough.

In May 1987, Estes visited her local Public Aid office. She found out she was ineligible for income assistance, but she could receive $90 a month in food stamps, and she qualified for medical assistance through the Aid to the Aged, Blind, or Disabled (AABD) Program.

PEOPLE FIRST

Based on the client's income and assets, the MANG Program determines the amount of money an individual is able to spend on medical bills. This is called the "spend-down" amount. Estes' spend-down amount is $170 for her present six-month Medicaid enrollment period. Her caseworker explained that the department would cover any medical costs remaining after she paid or received medical bills equaling her spend-down amount.

When she recovered from her heart attack, Estes was eager to return to work. She got a job as a teacher's aide at a local junior high school. She works 30 hours a week for $320 a month. Estes loves working with children. "It is the most rewarding job I ever had," Estes said. "I tell them to study, learn, and go to college. I try to be patient and encouraging."

Last July, Estes' doctor told her that she required bladder surgery. Estes said she was glad she had the medical card to help her pay for the procedure. She was able to have the surgery right away. After meeting her spend down amount in July, Medicare and the department's Medical Assistance Program paid for the remaining cost of the surgery.

As Estes recovered from the surgery in July, she made plans to take courses at the local college to become a certified teacher's aide.

"If I get a job as a certified teacher's aide, my salary and benefits will increase, and I will no longer need assistance," Estes said. "I wouldn't have been able to have the bladder surgery I needed if it weren't for my medical card. Without food stamps, I wouldn't be able to make ends meet."

FACTS ABOUT AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

The department provides a monthly cash grant and medical assistance to families qualifying for AFDC. The department grants AFDC to families with children deprived of support because of the death or absence of a parent or the incapacity or unemployment of a parent when both the father and mother reside in the home.

The department also provides AFDC grants to a pregnant woman of any age in her last four months of pregnancy who would be eligible for AFDC if her child had already been born and if she has no other eligible dependent children. A woman is not eligible for such assistance if she is a dependent child in an AFDC grant case. She must also have insufficient income to meet needs based on the appropriate AFDC payment level.

The AFDC Program served 208,721 families in June 1989, including 433,538 children. The number of families decreased by 12,553 from June 1988. The children's median age was 6 years, 10 months. In 63 percent of all AFDC cases, one or more children was under the age of 6.

The statewide total of 208,721 families in June 1989 included 136,643, or 65 percent, in Cook County. St. Clair County had 9,104 cases, the largest number downstate.

Approximately 9,350 families received benefits from the AFDC-Unemployed Parent portion of AFDC. The AFDC-Unemployed Parent portion provides financial and medical assistance to eligible families with one or more dependent children when both parents are in the home and one of them is unemployed. Illinois is one of 27 states that offer this program.

The median age of adults receiving AFDC was 28 years, 11 months. More than a third of these people had no work experience; 41 percent of the total were high school graduates; and an additional 50 percent had attended high school but did not graduate. Almost 9 percent did not enter high school. Most of the adults, 62 percent, had always lived in Illinois.

A full 28 percent of all families in the program had received assistance for less than one year.* Another 15 percent had been receiving aid one year, but less than two; 9 percent for two years but less than three; and 14 percent for three or four years. Families receiving assistance five through nine years comprised 20 percent of the total, and 10 years or longer, 14 percent. Among cases approved for grants during 1989, 46 percent had received assistance previously.

Statewide, 400,179, or 63 percent of the 635,003 people receiving AFDC, were Black; 173,038, or 27 percent, were White; 57,087, or 9 percent, were Latino; and 4,699, or approximately 1 percent, were from other ethnic groups.

People receiving AFDC in Cook County numbered 416,653 including 40,761, or 10 percent, White; 320,962, or 77 percent, Black; 51,170, or 12 percent, Latino; and 3,760 or just less than 1 percent, other groups.

Downstate's 218,350 total comprised 132,277, or 61 percent, White; 79,217, or 36 percent, Black; 5,917, or 3 percent, Latino; and 939, or less than one-half of 1 percent, other groups.

*This information applies to the most recent period of time the families received AFDC.

FACTS ABOUT AID TO THE AGED, BLIND, OR DISABLED (AABD)

The department provides a State Supplemental Payment to certain individuals who are aged, blind, or have disabilities and need additional income to meet their needs based on departmental standards.

The 228,365 people who received AABD in June 1989 included 160,155 people with disabilities, 66,982 who were aged, and 1,228 who were blind. Those who only needed help in paying medical bills numbered 175,141, or 77 percent of the total.

About 45 percent of all AABD clients received Social Security, and 59 percent received Supplemental Security Income (SSI). Women comprised 61 percent of the AABD case load.

People age 65 or older accounted for about 40 percent of those receiving AABD, 36 percent of those in Cook County and 44 percent of the downstate total.

Among all age groups, 28 percent of those receiving AABD lived in group care facilities. People living downstate were more likely to be in group care (38 percent) than those in Cook County (20 percent).

Approximately 44 percent of all people receiving AABD in the state had been in the program less than two years.

Statewide, Whites receiving AABD represented 123,774, or 54 percent; Blacks, 84,518, or 37 percent; Latinos, 13,747, or 6 percent; and all other ethnic groups, 6,326, or approximately 3 percent.

Cook County's total of 125,446 people included 41,167 Whites, or 33 percent; 67,079 Blacks, or 53 percent; 12,420 Latinos, or 10 percent; and 4,780 members of other groups, or almost 4 percent.

People living downstate who received AABD numbered 102,919. This total included 82,607, or 80 percent, White; 17,439, or 17 percent, Black; 1,327, or 1 percent, Latino; and 1,546, or 2 percent, other groups.

FACTS ABOUT GENERAL ASSISTANCE (GA)

The department provides financial and medical aid through the GA Program to people who are needy but do not qualify for other department programs.

In downstate areas, local governmental units administer the program. Some of these units qualify for state financial assistance to help fund GA based on their yearly assessments. The GA Program in Chicago is administered and funded by the Department.

In June 1989, 88,363 people in 80,587 cases statewide received GA — 18,523 fewer people than a year earlier.

Chicago GA totalled 71,744 people in 65,237 cases in June 1989, and downstate totalled 16,619 people in 15,350 cases.*

Chicago's GA count included 63,075 adults and 8,669 children. Males represented 67 percent of the total count, and females represented 33 percent.

Black people receiving GA numbered 57,668, or 80 percent of the total; Latinos, 6,120, or 9 percent; Whites, 5,861, or 8 percent; and other groups, 2,095, or 3 percent.

High school graduates comprised 40 percent of all people receiving GA who were age 16 and older. An additional 47 percent had attended high school without graduating. Some of these people were still in school.

*All data are for governmental units receiving state GA funds, and all Cook County data are for the city of Chicago. Detailed characteristics are not centrally available for people receiving GA in downstate counties where the program is administered locally.

Continued on page 34

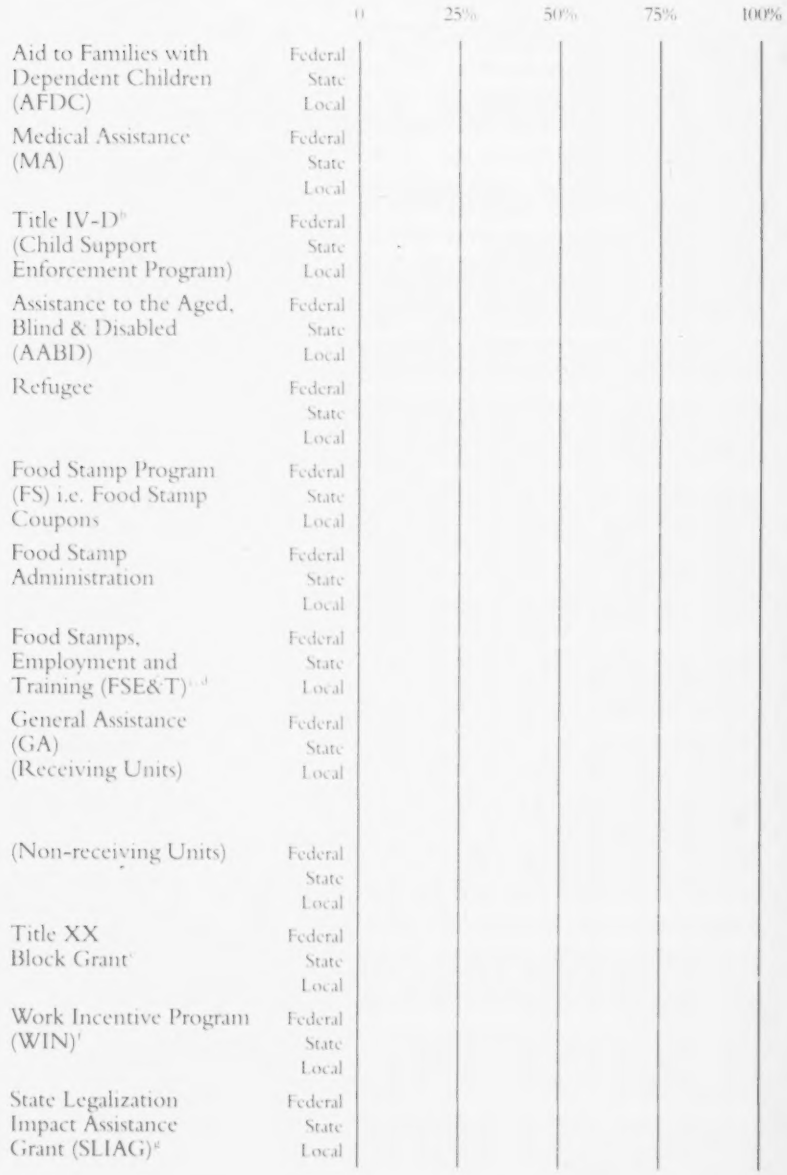
Case Loads And Costs

Funding IDPA Programs

Most departmental programs in 1989 were funded by the same sources as in recent years.

The Social Security Act provides federal funds to states having approved plans for their Aid to Families with Dependent Children, Medical Assistance and self-support programs. Federal matching funds are paid into the state's General Revenue Fund. The Illinois General Assembly appropriates the Department's budget from that fund each year.

Funding of Major IDPA Programs [a]



a. These figures cover January 1, 1989 - September 30, 1989.

b. The rates of Federal Financial Participation (FFP) specified in the federal regulations/Social Security Act are as follows: 10/1/87-9/30/89 = 68 percent FFP, reduced to 64.846 percent for the Gramm-Rudman-Hollings Act. Effective 10/1/89.

c. Food Stamps, Employment and Training (FSE&T) became mandatory, effective 4/1/87.

d. Funding of FSE&T consists of 100 percent funding up to allotted amount of $4,235,223 for period 10/01/88 to 9/30/89. Any costs applicable to FSE&T which exceed the 100 percent allotted monies are eligible at the 50 percent rate of FFP. During the period 10/01/88 to 9/30/89, IDPA expended a total of $17,442,439 of which $4,235,223 is eligible at the 100 percent rate of FFP and the remainder $13,207,216 is eligible at the 50 percent rate of FFP. The total federal share of $10,838,831 ($4,235,223 + $6603,608) equates to an overall FFP rate of 62.14 percent.

e. Under the Title XX Block Grant IDPA received a total of $126,315,423 during period 01/01/89 to 12/31/89. This amount consists of $96,926,094 from the Federal Fiscal Year (FFY) 1989 allotment of $128,684,639 plus $29,389,329 from the Federal Fiscal Year (FFY) 1990 allotment of $129,588,996.

f. Under the Work Incentive Program (WIN) normal funding was 90 percent up to the allotted amount.

g. SLIAG total grant award for Fiscal Year 1989 was $43,356,753.

Department Appropriation

Fiscal Year 1990

Fiscal Year 1990 Administrative Appropriation	Total	Direct	Support
Central Level Appropriations	$ 47,808,400		$47,808,400
Field Level Appropriations (GRF)	202,640,100	202,640,100	
Regional Level Operations	2,460,600		2,460,600
EDP Level Operations	38,490,600		38,490,600
Training Personnel	3,580,400		3,580,400
Child Support Enforcement	47, 704,800	47,704,800	
Attorney General Representation	1,886,700		1,886,700
Medical	30,391,100	30,391,100	
Refugee	488,600	488,600	
Employ. & Social Services (SPTF)	4,502,000	4,502,000	
Employ. & Social Services (GRF)	20,331,200	20,331,200	
Total Administrative Appropriation	**$400,284,500**	**$306,057,800**	**$94,226,700**
Number of Staff (06/30/89)	9,621	7,997	1,624

Number Of Cases, Number Of Persons, And Amount Of Assistance

By Program and County

December 1989

County	Total All Programs				Aid to Families with Dependent Children			Aged, Blind or Disabled		Medical Assistance (No Grant)			General Assistance (All Units)[a]			Aid to the Medically Indigent		
	Cases	Persons	Rate for 1000[a]	Amount	Cases	Persons	Amount	Cases[b]	Amount	Cases	Persons	Amount	Cases	Persons	Amount	Cases	Persons	Amount
Total	627,649	1,135,396	98	$262,866,049	207,908	632,082	$106,147,083	54,026	$18,437,529	262,097	331,260	$114,051,190	86,065	98,560	$19,677,413	17,553	19,468	$4,552,834
Cook	382,037	694,235	131	157,352,974	135,295	412,928	68,049,577	39,733	12,934,204	134,923	161,579	57,382,678	66,363	73,369	16,138,558	5,723	6,626	2,847,957
Downstate	245,612	441,161	70	105,513,075	72,613	219,154	38,097,506	14,293	5,503,325	127,174	169,681	56,668,512	19,702	25,191	3,538,855	11,830	12,842	1,704,877
Adams	3,560	6,240	92	1,261,343	980	2,850	523,954	302	120,759	1,922	2,612	592,886	102	202	8,701	254	274	15,044
Alexander	1,725	3,099	269	539,467	545	1,752	249,197	113	24,240	770	920	217,051	276	291	46,306	21	23	2,673
Bond	732	1,232	76	306,967	162	512	88,951	19	3,763	501	645	211,429	1	1	144	49	55	2,680
Boone	846	1,535	51	357,604	253	719	127,887	18	5,991	491	700	201,110	2	2	329	82	96	22,287
Brown	224	369	74	86,769	48	141	19,663	3	780	150	181	64,718	12	32	1,206	11	12	402
Bureau	1,143	1,928	53	474,395	257	761	131,326	36	18,799	720	987	314,705	25	26	3,003	105	118	6,562
Calhoun	245	394	69	107,114	52	154	40,035	1	147	180	226	64,602	1	2	100	11	11	2,230
Carroll	606	1,091	62	248,534	146	452	78,708	13	2,317	390	557	162,975	5	9	198	52	60	4,336
Cass	714	1,163	84	330,998	134	453	80,887	17	17,503	481	603	230,567	39	66	4,266	23	24	5,875
Champaign	4,518	8,572	50	1,882,818	1,591	4,762	714,815	297	72,786	2,264	3,099	1,051,838	c	c	c	366	414	43,379
Christian	1,618	2,828	79	669,840	406	1,203	227,833	31	7,346	1,010	1,332	414,920	88	174	2,758	83	88	16,983
Clark	574	997	61	236,900	132	371	62,074	14	3,838	389	545	169,823	8	28	779	31	39	386
Clay	911	1,465	99	521,760	173	524	119,065	82	98,728	589	783	297,392	8	10	1,041	59	66	5,534
Clinton	1,375	2,032	59	687,196	256	763	115,609	19	4,840	1,023	1,160	556,940	26	31	4,224	51	59	5,583
Coles	2,345	3,888	74	1,175,494	550	1,576	276,889	88	37,436	1,525	1,927	841,769	64	165	5,371	118	132	14,029
Crawford	837	1,573	79	319,171	205	610	104,829	19	4,182	486	717	196,210	56	147	6,349	71	80	7,601
Cumberland	374	772	71	107,125	104	327	50,703	18	3,215	198	319	46,500	26	79	2,159	28	29	4,548
DeKalb	1,220	2,026	27	724,211	305	891	150,682	30	9,751	818	1,018	548,602	14	28	904	53	59	14,272
DeWitt	611	1,016	58	229,249	150	421	70,870	22	9,675	376	509	141,466	22	23	1,278	41	41	5,960
Douglas	643	1,060	54	324,315	144	418	68,640	35	5,165	404	527	246,017	14	28	904	46	52	3,589
DuPage	8,202	11,970	16	5,713,422	1,374	3,902	630,894	365	93,180	5,871	6,822	4,858,938	213	489	18,757	379	392	111,653
Edgar	996	1,928	94	351,582	772	826	127,172	16	3,665	599	867	216,542	55	154	2,755	54	65	1,448
Edwards	307	541	69	108,282	65	210	58,573	17	3,840	192	277	44,529	3	5	735	30	32	605
Effingham	1,226	2,128	65	511,498	299	866	130,185	46	11,685	798	1,065	338,888	49	115	1,428	34	36	9,312
Fayette	1,178	1,965	90	506,032	253	773	136,676	28	9,854	780	1,025	349,914	15	23	1,962	100	116	7,626
Ford	483	851	58	253,500	120	373	69,455	19	7,856	301	382	172,098	22	55	1,696	21	22	2,395
Franklin	3,369	6,010	144	1,183,004	907	2,794	534,229	122	43,995	1,531	2,154	465,941	707	824	135,252	102	116	3,587
Fulton	2,204	4,127	107	1,044,021	664	1,988	398,639	52	16,039	1,240	1,765	600,418	27	80	2,591	221	242	26,354
Gallatin	720	1,137	158	268,677	149	439	90,177	25	21,876	433	538	136,373	89	107	17,937	24	28	2,314
Greene	992	1,740	109	334,019	240	740	117,968	31	14,269	629	855	187,521	28	42	4,768	64	72	9,493
Grundy	544	922	28	259,082	115	336	60,116	45	28,149	331	486	162,752	8	8	1,083	45	47	6,982
Hamilton	604	971	109	218,262	129	389	81,428	18	3,886	414	520	126,504	5	5	301	38	39	6,143
Hancock	827	1,415	62	265,301	196	578	97,764	53	26,253	500	694	134,037	7	17	524	71	73	6,723
Hardin	631	1,042	197	232,609	129	396	73,919	14	11,490	305	407	109,673	152	191	32,457	31	34	5,070
Henderson	293	580	65	62,183	101	306	43,412	9	4,023	155	224	13,220	8	19	895	20	22	633
Henry	1,727	3,331	63	585,902	525	1,622	251,917	36	23,508	999	1,462	295,446	49	83	5,536	118	128	9,495
Iroquois	1,092	1,903	60	572,354	258	797	121,889	59	13,202	705	961	423,289	15	20	3,045	55	66	10,929
Jackson	3,276	5,738	96	1,363,297	958	2,878	496,222	188	58,017	1,592	2,087	745,278	268	288	38,348	270	297	25,432
Jasper	368	633	57	109,144	76	221	35,780	7	2,377	233	345	68,171	7	7	699	45	53	2,117
Jefferson	2,277	4,529	121	953,483	807	2,583	431,277	101	47,879	1,103	1,565	441,638	172	185	26,242	94	95	6,497
Jersey	867	1,470	71	308,718	137	434	74,504	20	7,619	626	881	209,911	30	81	2,635	54	54	14,049
JoDaviess	400	682	30	84,296	67	186	33,798	8	5,823	272	409	36,485	23	46	3,089	30	33	5,101
Johnson	593	1,038	92	175,432	134	431	62,092	33	11,975	359	493	92,083	34	43	5,871	33	38	3,411
Kane	8,571	17,335	55	3,516,068	3,112	9,755	1,580,060	488	163,309	4,069	5,540	1,647,261	437	1,041	42,875	465	511	82,563
Kankakee	6,960	12,672	129	2,694,622	2,229	6,990	1,180,450	921	288,669	3,446	4,373	1,185,698	101	112	15,287	263	276	24,518
Kendall	292	559	14	117,880	102	282	77,634	10	3,621	150	231	33,205	2	6	647	28	30	2,767
Knox	3,217	5,537	98	1,939,044	850	2,498	395,719	199	52,550	1,940	2,534	1,470,627	59	127	7,934	169	179	12,194
Lake	9,946	17,012	34	5,367,074	2,731	8,295	1,341,220	562	239,777	5,805	7,269	3,594,223	506	517	113,342	342	369	78,512
LaSalle	3,893	7,148	67	1,762,919	1,095	3,257	610,719	157	85,101	2,145	3,001	1,002,228	155	365	10,193	341	368	54,678
Lawrence	1,175	1,989	118	605,678	244	720	144,860	34	18,617	797	1,072	431,585	45	99	1,137	55	64	9,479
Lee	1,438	2,210	64	715,843	251	705	137,826	35	7,164	969	1,224	552,197	76	131	10,042	107	115	8,614
Livingston	1,237	2,098	52	413,272	292	919	205,330	26	7,990	843	1,074	187,666	2	4	410	74	75	11,876
Logan	1,744	2,565	81	945,835	256	750	131,297	45	21,540	1,335	1,602	786,362	48	102	2,120	61	66	4,516
Macon	7,773	13,817	112	2,975,914	2,377	7,133	1,137,037	640	199,352	3,175	4,372	1,363,280	1,453	1,536	254,886	123	136	21,159
Macoupin	2,244	4,265	87	889,451	733	2,224	377,069	87	20,364	1,288	1,779	482,004	26	52	2,020	110	123	7,994
Madison	12,423	23,357	93	5,516,536	4,523	13,317	2,399,285	1,152	474,501	5,984	7,979	2,547,149	208	307	19,074	556	602	76,527
Marion	2,668	4,912	114	1,365,221	844	2,608	503,706	74	64,952	1,445	1,898	754,059	192	210	29,902	113	122	12,602
Marshall	423	745	57	205,449	79	257	43,830	18	3,853	269	391	154,939	17	36	2,079	40	43	748
Mason	951	1,922	110	348,390	328	1,034	164,778	54	12,859	493	711	160,915	20	63	1,880	56	60	7,958
Massac	1,439	2,278	152	660,139	311	921	183,090	42	19,496	767	948	388,673	291	331	67,309	28	36	1,563

County	Total All Programs				Aid to Families with Dependent Children			Aged, Blind or Disabled		Medical Assistance (No Grant)			General Assistance (All Units)[c]			Aid to the Medically Indigent		
	Cases	Persons	Rate for 1000[a]	Amount	Cases	Persons	Amount	Cases[b]	Amount	Cases	Persons	Amount	Cases	Persons	Amount	Cases	Persons	Amount
McDonough	1,380	2,422	70	505,368	370	1,067	172,298	47	10,437	784	1,083	300,665	29	64	1,731	158	161	20,237
McHenry	1,962	3,186	19	1,193,084	458	1,328	243,249	72	17,510	1,331	1,667	917,229	25	33	3,191	76	86	10,905
McLean	3,230	5,649	45	1,203,104	786	2,346	400,201	138	57,700	1,920	2,636	704,381	127	258	8,838	239	251	31,984
Menard	460	807	69	157,546	129	375	64,444	10	2,264	288	370	86,700	4	15	230	29	37	3,908
Mercer	622	1,090	60	244,125	183	510	88,689	28	19,928	340	481	132,742	1	1	154	78	70	2,612
Monroe	404	603	27	268,533	69	204	31,621	35	4,844	275	337	230,372	4	4	600	21	23	1,096
Montgomery	1,699	3,067	96	712,125	413	1,320	220,062	45	22,583	1,031	1,423	434,799	41	95	4,487	169	184	10,194
Morgan	2,070	3,089	83	653,939	393	1,100	191,320	46	13,195	1,507	1,812	437,186	2	2	200	122	129	12,038
Moultrie	434	681	47	286,290	66	191	37,472	10	7,781	304	383	234,037	32	73	3,214	22	24	3,786
Ogle	1,127	2,046	44	484,538	322	935	191,215	25	6,496	668	941	276,583	22	51	3,250	98	94	6,994
Peoria	10,993	21,698	119	4,781,431	4,235	13,142	2,341,100	675	273,802	4,726	6,422	1,924,275	1,024	1,105	164,275	333	354	77,979
Perry	1,379	2,368	110	462,784	371	1,123	221,187	18	8,931	585	809	154,621	375	392	77,789	30	35	256
Piatt	471	846	52	200,345	114	310	45,563	17	3,354	304	403	146,422	12	89	2,401	24	27	2,605
Pike	966	1,745	97	325,636	232	688	108,020	24	3,883	652	880	200,652	32	91	1,693	56	62	11,388
Pope	405	653	155	205,709	90	281	45,551	6	1,322	195	234	117,658	109	126	40,937	5	6	241
Pulaski	1,181	2,151	256	297,390	338	1,072	161,475	37	6,508	573	774	87,286	212	245	41,620	21	23	501
Putnam	80	160	28	19,924	24	74	15,431	2	498	46	73	3,622	1	3	107	7	8	266
Randolph	1,369	2,508	71	630,174	344	1,029	206,532	47	35,371	805	1,166	372,983	75	163	2,159	98	103	13,129
Richland	904	1,581	94	293,537	191	570	90,600	66	18,409	582	863	177,329	11	25	596	54	57	6,603
Rock Island	7,238	14,198	91	2,701,680	2,715	7,901	1,344,486	488	137,460	3,314	4,792	1,150,647	308	578	30,530	413	439	38,557
Saline	2,864	4,596	165	1,071,511	622	1,860	312,331	143	71,911	1,471	1,867	602,321	512	595	76,711	116	131	8,237
Sangamon	8,284	14,939	83	3,493,061	2,477	7,626	1,453,492	695	240,857	3,752	5,197	1,485,245	1,096	1,146	255,797	264	275	57,670
Schuyler	358	611	78	134,349	75	235	33,285	7	1,311	235	322	98,079	10	14	1,086	31	33	588
Scott	263	458	75	89,258	61	178	45,606	3	2,021	185	261	41,401	3	4	101	11	12	129
Shelby	696	1,154	49	322,628	151	441	89,376	9	4,277	446	569	221,890	47	84	1,472	43	51	5,613
Stark	299	456	69	146,703	44	124	31,837	9	2,650	212	276	109,125	10	22	761	24	25	2,330
St. Clair	26,425	48,612	180	9,899,493	9,035	28,151	4,691,639	1,602	766,347	8,296	10,885	2,836,772	7,145	7,599	1,515,988	347	375	88,747
Stephenson	1,643	2,815	57	717,580	412	1,201	239,368	105	45,404	925	1,299	410,725	52	52	13,516	149	158	8,567
Tazewell	4,461	8,474	68	2,096,108	1,407	4,151	847,518	203	83,101	2,354	3,282	1,036,268	248	579	34,338	249	259	64,883
Union	1,838	2,651	148	757,494	253	739	138,228	64	58,149	1,229	1,523	522,331	111	119	15,776	81	106	23,010
Vermilion	5,102	9,812	109	1,943,968	1,772	5,440	859,569	242	119,488	2,551	3,546	885,480	319	328	53,202	218	256	26,229
Wabash	659	1,074	78	281,267	158	461	93,455	12	12,187	428	535	164,166	29	31	5,768	32	35	5,691
Warren	916	1,657	83	313,950	262	776	130,915	18	6,089	541	759	169,824	28	30	4,428	67	74	2,774
Washington	512	750	48	322,070	78	227	44,570	12	4,215	398	478	271,776	7	13	283	17	20	1,226
Wayne	782	1,463	83	203,329	204	632	90,194	28	6,178	472	674	104,357	18	62	541	60	67	2,059
White	1,210	1,963	114	502,631	259	776	155,884	51	25,618	805	1,036	314,313	10	10	2,263	85	90	4,553
Whiteside	2,133	3,775	60	1,119,608	590	1,693	305,475	45	27,312	1,328	1,776	758,199	54	134	4,455	116	127	24,167
Will	8,676	16,959	49	4,015,704	2,923	8,870	1,661,015	558	232,725	4,336	6,372	1,989,422	229	528	23,886	580	631	108,656
Williamson	3,581	6,129	105	1,223,744	1,011	3,033	462,421	111	50,831	1,726	2,164	570,032	647	727	134,703	86	94	5,757
Winnebago	11,328	20,454	81	4,735,110	3,752	10,901	1,981,332	1,364	472,797	5,177	6,951	2,133,357	263	426	25,226	772	812	122,398
Woodford	787	1,459	44	423,450	227	680	113,937	23	12,019	502	720	290,000	5	5	770	30	31	6,724

a. Rates are based on total county populations as of July 1988, estimated by the Illinois Department of Public Health.

b. Aged, Blind or Disabled cases include 981 "O" grant persons eligible for medical payments only; also, 31,775 persons receiving State Supplemental Payments and 21,270 persons receiving Interim Assistance in addition to medical care required.

c. General Assistance data were not available for Champaign County. Data for other counties with non-receiving units may be partially estimated.

NOTE: County-by-county amounts shown in all counties include medical payments subject to substantial monthly variation.

Program totals for December cannot be expanded to twelve-month approximations and compared to fiscal year appropriations. County-by-county amounts for each program include medical payments as well as grants. Appropriations and estimated expenditures list group medical payments separately.

	FY'88	FY'89	FY'90
Total Appropriation	**$3,464,742,900**	**$3,753,367,400**	**$3,910,060,800**
For Administration	$ 344,822,800	$ 370,601,600	$ 400,284,500
For Grants-in-Aid	**$3,119,920,100**	**$3,382,765,800**	**$3,509,776,300**
AABD (GRF)	61,600,000	60,630,000	60,000,000
AFDC (GRF)	830,000,000	783,500,000	793,700,000
Emergency Assistance to AFDC (GRF)	3,000,000	3,000,000	3,000,000
General Assistance (GRF)	203,600,000	182,200,000	178,100,000
Refugees (GRF)	2,700,000	2,400,000	1,700,000
Funeral and Burial (GRF)	4,600,000	4,900,000	5,700,000
Energy Assistance (SPTF)	41,000,000	41,000,000	-0-
Energy Assistance (GRF)	-0-	-0-	48,000,000
Medical Assistance (GRF)	1,859,400,000	2,156,800,000	2,322,732,000
Employability Development (GRF)	29,362,500	28,302,500	29,011,900
Homeless Shelter Program (GRF)	3,611,000	3,611,000	7,111,000
Domestic Violence Shelter & Services (GRF)	2,962,100	2,962,100	7,462,100
Domestic Violence Shelter & Services (DVSSF)	2,700,000	1,200,000	1,500,000
Family Violence Prevention Services (SPTF)	350,000	350,000	330,000
Women Employment Programs (GRF)	388,000	-0-	-0-
Title XX Certified Social Service Program (SPTF)	2,440,700	2,440,700	2,562,700
Purchase of Services Under the Donated Funds Initiative (LIF)	16,418,100	16,418,100	17,239,000
Grants in Connection with the Food and Housing Assistance Act (FHAF)	-0-	-0-	-0-
Federal/State Employment Programs (SPTF)	3,700,000	3,700,000	3,700,000
Parents Too Soon Jobs Bill (SPTF)	3,400,000	4,420,000	4,429,500
Parents Too Soon (GRF)	1,014,100	1,014,100	1,014,100
USDA Federal Commodities Transfer & Packaging (GRF)	291,000	291,000	291,000
USDA Federal Commodities Transfer & Packaging (SPTF)	5,000,000	5,000,000	400,000
USDA Surplus Commodities Transfer & Dist. (SPTF)	5,000,000	5,000,000	5,001,400
Refugee Purchase of Services (SPTF)	11,250,000	11,000,000	9,000,000
Project Advance (SPTF)	1,717,500	1,717,500	1,099,300
Extended Child Care (GRF)	4,315,100	7,608,800	5,866,600
Immigration Reform & Control Fund (IRCF)	20,100,000	53,300,000	825,700

Estimated Expenditures

By Grants-in-Aid Program
Fiscal Year 1990

Estimated Fiscal Year 1990	Amount*	% of Total*
Income Assistance	$1,090,200,000	31.1%
Aid To Families With Dependent Children	793,700,000	22.6%
General Assistance	178,100,000	5.1%
Assistance To Aged, Blind Or Disabled	60,000,000	1.7%
Energy Assistance	48,000,000	1.4%
Other Income Assistance	10,400,000	0.3%
Social Services	$96,844,300	2.8%
Employability Development	29,011,900	0.8%
Other Social Services	67,832,400	1.9%
Medical Assistance	$2,322,732,000	66.2%
Hospitals	837,356,000	23.9%
Skilled & Intermediate Long Term Care	823,173,000	23.5%
Medical Practitioners	228,262,400	6.5%
Health Maintenance Organizations	74,100,000	2.1%
Prescribed Drugs	179,000,000	5.1%
Other Medical Services	180,840,600	5.2%
Total Distributive Payments	$3,509,776,300	100.0%

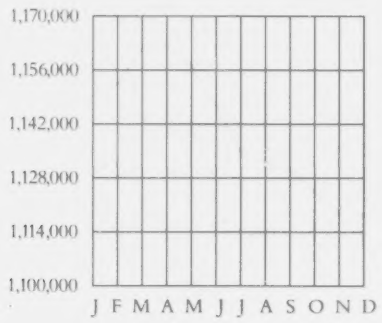
Estimates At legislative submission
Numbers may not add due to rounding
Prepared by: Bureau of Management & Budget

Major Programs: Number Of Persons And Total Amount Of Assistance

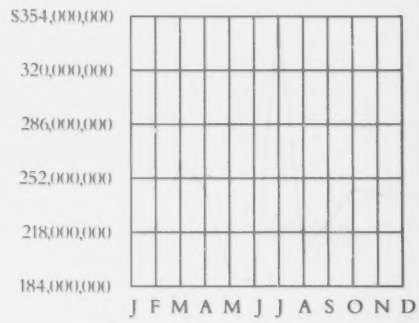
Monthly — 1988 And 1989

Calendar Year 1988

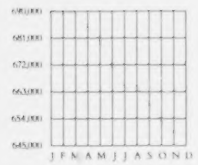
Total Persons



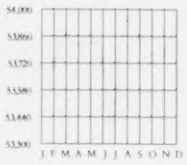
Total Amount of Assistance



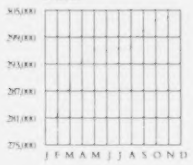
AFDC Persons



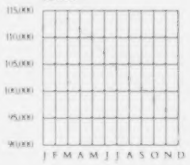
AABD Persons



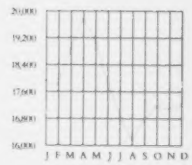
Medical-No Grant Persons



General Assistance (Receiving Units) Persons

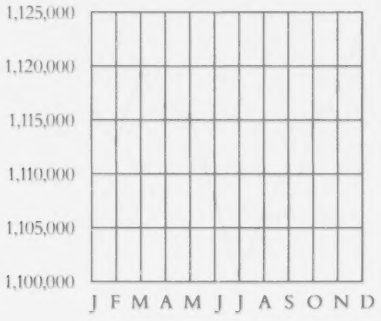


AMI Persons

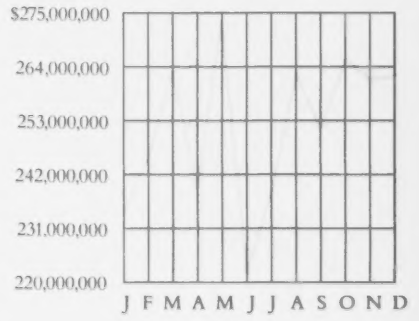


Calendar Year 1989

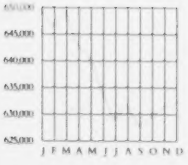
Total Persons



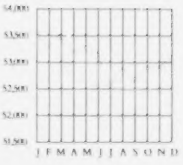
Total Amount of Assistance*



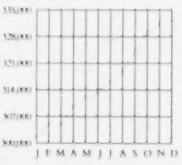
AFDC Persons



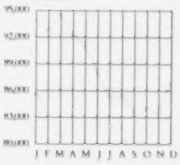
AABD Persons



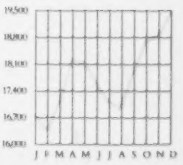
Medical-No Grant Persons



General Assistance (Receiving Units) Persons

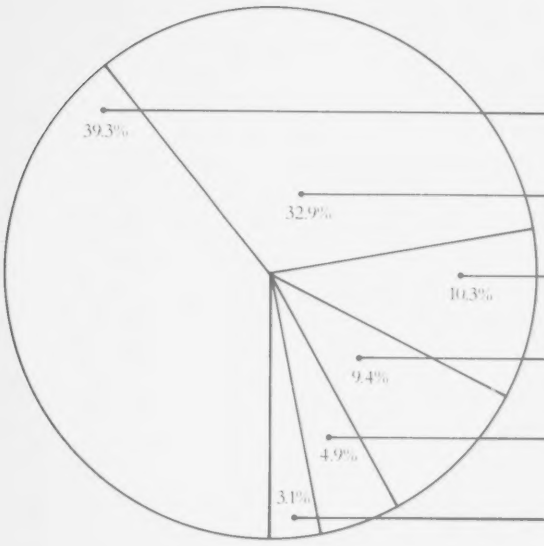


AMI Persons



Distribution Of Medical Benefits

By Type Of Vendor
Fiscal Year 1989
Dollars In Millions

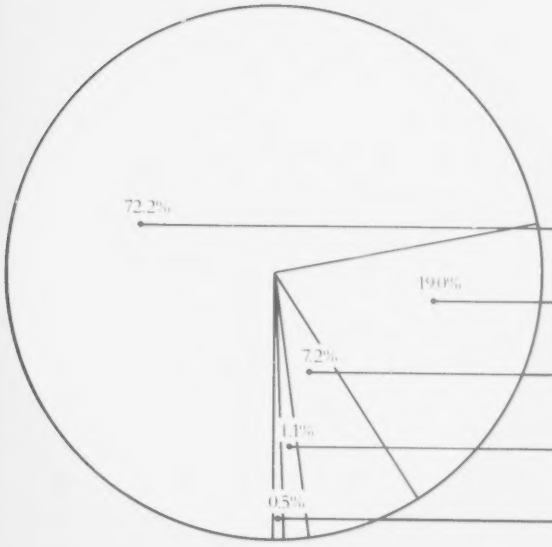


$ 847.8	Hospitals
$ 709.8	Skilled & Intermediate Long Term Care
$ 222.9	Medical Practitioners
$ 203.3	Prescribed Drugs
$ 105.2	Other Medical Services
$ 67.8	Health Maintenance Organizations
$ 2,156.8	**Grand Total**

Numbers may not add due to rounding.

Collections

Calendar Year 1989



$20,860,869	Excess Assistance
$ 5,474,469	Personal Injury
$ 2,066,392	Estates
$ 320,464	Non IV-D
$ 156,594	Liens
$28,878,788	**Total**

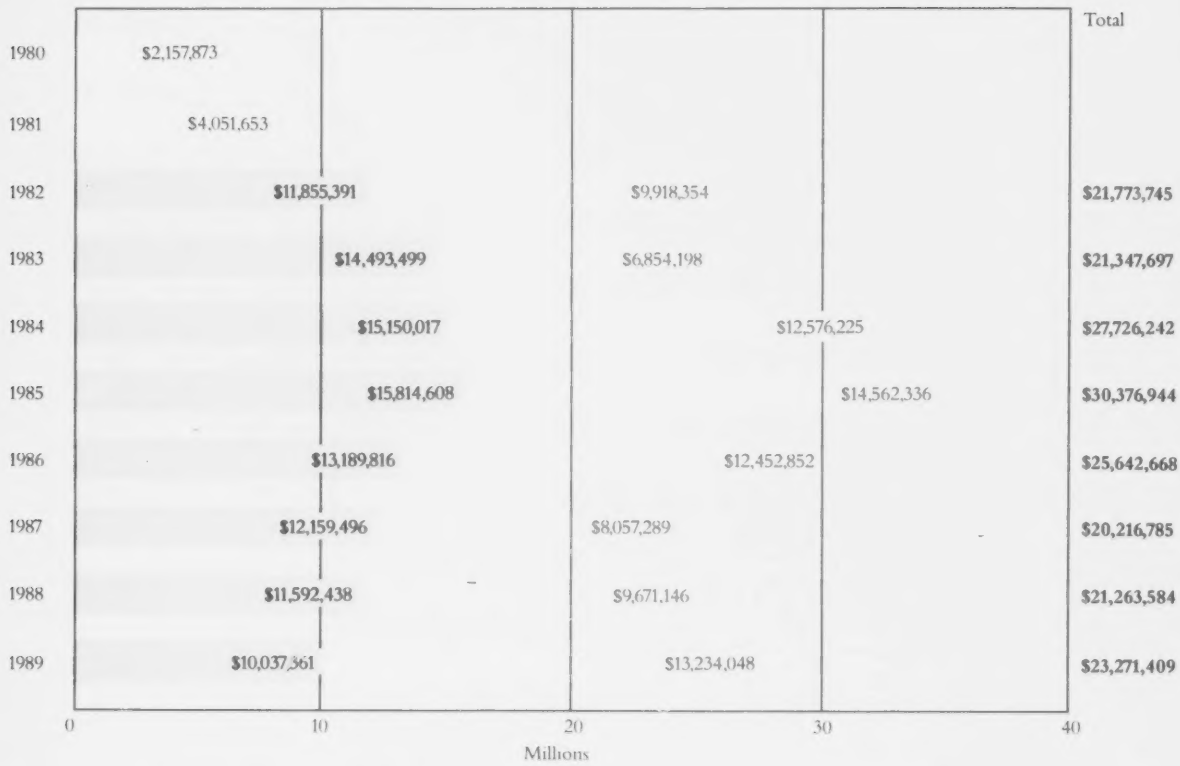
Applications Received For Assistance

By Program

1984, 1988 And 1989

Third Party Liability Recoveries In Illinois

1980 - 1989 (Including Medicare)
Calendar Year



Child Support Enforcement

Calendar Year

Year	Expenditures[1]	Collections[2]	Cost/Benefit Ratio*
1980	11,287,673	14,816,823	.76/1.00
1981	13,904,773	18,609,520	.75/1.00
1982	16,781,775	27,163,130	.62/1.00
1983	16,972,225	39,438,649	.43/1.00
1984	19,527,443	51,608,937	.38/1.00
1985	26,606,003	58,889,276	.45/1.00
1986	32,432,121	82,374,178	.39/1.00
1987	36,594,610	99,756,734	.36/1.00
1988	40,724,132	116,249,377	.35/1.00
1989	51,951,877	126,556,182	.41/1.00

1) Source: OCSE-41 Report
2) Source: DCSE and BFO Collection Reports; 1985-1989 collection source from OSCE-34 Report.

*Expenditures as percent of collections.

Emergency Food And Shelter Program

*Services Provided**

Calendar Year 1988

	Individuals Served (Unduplicated)	Shelter Nights	Meals Served
Chicago	10,794	219,744	292,970
Downstate	20,579	159,624	323,971
Total	**31,373**	**379,368**	**616,941**

*Calendar Year 1989**

	Individuals Served	Shelter Nights	Meals Served
Chicago**	82,463	283,989	321,991
Downstate***	22,627	174,861	357,814
Total	**105,090**	**458,850**	**679,805**

*Emergency Food and Shelter Programs are operated by local service providers under contract with IDPA.

** Duplicated count includes drop-in-centers and warming centers.

*** Unduplicated count

Domestic Violence Services*

Illinois Coalition Against Domestic Violence Adults/Children Clients 1988 And 1989 (Unduplicated)

	1988		1989	
	Adult	Child	Adult	Child
January	1,264	547	1,348	590
February	1,235	524	1,180	534
March	1,291	536	1,406	602
April	1,223	502	1,434	600
May	1,278	549	1,416	706
June	1,492	665	1,619	658
July	3,217	1,652	3,163	1,555
August	1,880	861	2,063	707
September	1,473	664	1,613	539
October	1,444	642	1,633	708
November	1,898	758	1,560	551
December	1,483	641	1,249	588
Total	**19,178**	**8,541**	**19,684**	**8,338**

*IDPA provides services to persons at risk of domestic violence through community-based organizations. These providers are directly administered through an umbrella organization called the Illinois Coalition Against Domestic Violence.

Continued from page 24

FACTS ABOUT INTERIM ASSISTANCE (IA)

IDPA provides Interim Assistance (IA) grants to individuals who have applied for Supplemental Security Income (SSI) and whose applications are pending. IA is part of the AABD Program in suburban Cook County and downstate counties. Since November 1988, IA in Chicago has been part of the GA Program.

People receiving IA in June 1989 included 15,093 in Cook County and 7,292 downstate. The statewide count of 22,385 represented a 1,101 decline from the previous year.

FACTS ABOUT MEDICAL ASSISTANCE (MEDICAID)

In June 1989, more than a million (1,001,727) people were eligible for Medicaid in Illinois. This program pays for medically necessary services for those who receive public aid and for those not eligible for cash assistance but who cannot afford care. The department pays for covered services performed by Medicaid providers.

The department administers the program under the Illinois Public Aid Code and Title XIX of the Social Security Act. The state and federal governments jointly fund medical care for people receiving AFDC and AABD, while the state solely funds care for those receiving GA and Aid to the Medically Indigent (AMI) medical benefits.

The department offers a wide range of medical coverage under Medicaid. All of the medical services are provided by licensed practitioners, licensed facilities, or other non-institutional providers enrolled in the state's Medicaid program.

The Healthy Kids program provides early health screening to children of families receiving Public Aid. The Healthy Start program provides early prenatal care to women who have an income of up to 133 percent of the federal poverty level.

In Fiscal Year 1989, the department disbursed $2.156 billion in payments to medical vendors. Among the 27,615 providers of health care services who sent claims to the department, physicians totalled 18,603. They submitted eight million of the nearly 32.7 million medical claims.

Of the total expenditures in Fiscal Year 1989, hospitals received 39.3 percent, group care facilities accounted for 32.9 percent, and medical practitioners received 15.3 percent. The department paid 9.4 percent for prescribed drugs and 3.1 percent for Health Maintenance Organizations (HMOs).

IDPA's Bureau of Medical Quality Assurance monitors the medical provider community through post-payment audits and peer reviews. It also investigates suspected fraud and abuse. The bureau helps ensure that each tax dollar the department spends on health care buys quality services for Medicaid participants.

FACTS ABOUT FOOD STAMPS

The Food Stamp Program provides food assistance to raise the nutrition level of low-income families according to income and asset standards set by the U.S. Department of Agriculture.

In June 1989, 400,685 households received $58.8 million in food stamps. These households contained 985,369 people and averaged 2.5 people per household. Each person received approximately $60 of food stamps during the month, or 67 cents per meal.

The department's staff prepared 424,710 envelopes with food stamp coupons totaling $59,949,376 during June 1989. The department sent 82 percent to direct delivery agents in major cities, who then distributed the coupon envelopes to the people who receive food stamps. IDPA sent the remaining 18 percent directly to those in the program.

In June 1989, Cook County food stamp participants numbered 597,808, and those downstate numbered 387,561, including 43,236 people in St. Clair County.

The July 1989 statewide Food Stamp case load of 395,338 households included 228,347 Black households, or 58 percent. White households num-

bered 132,951, or 34 percent; Latino households, 29,511, or 7 percent; and other groups' households, 4,529, or 1 percent.

Cook County's 246,806 households receiving food stamps consisted of 183,468 Black, or 74 percent; 33,607 White, or 14 percent; 26,090 Latinos, or 11 percent; and 3,641 others, or 1 percent.

Downstate's 148,532 households were composed of 99,344 White, or 67 percent; Black households, 44,879, or 30 percent; Latino households, 3,421, or 2 percent; and all other households, 888, or less than 1 percent.

FACTS ABOUT CHILD SUPPORT ENFORCEMENT

The department is committed to serving the needs of dependent children and encouraging the self-sufficiency of the caretakers for these children. As the Child Support Enforcement Program works to attain these goals, the first critical issue is establishing the parentage of the child. In Fiscal Year 1989, parentage was established in 22,588 AFDC cases and in 5,803 non-AFDC cases. This was an increase of 17 percent over the previous fiscal year.

In Fiscal Year 1989, approximately 30,557 children receiving child support enforcement services in Illinois had support orders established. The department's many efforts are geared to success in collecting child support payments for the nearly 70 percent of parents in Iliinois ordered to pay child support who fail to meet their responsibilities. The department takes action to ensure that absent parents support their children.

The Division of Child Support Enforcement made great strides in increased support for children with the cooperation of the various communities it serves. Employers worked continuously with the department to enforce the Income Withholding Law that became effective in January 1989. Under the law, employers deduct the child support obligation directly from the noncustodial parent's paycheck, thus allowing for swifter and more continuous support to be allocated to the child. Total collections as a result of income withholding orders in Fiscal Year 1989 reached $48 million.

The department uses various tools to assist in child support enforcement. Special collection techniques such as federal and state income tax refund intercepts are effective methods in the enforcement of a support order. The department collected $14,546,466 in the last fiscal year using these methods.

The department provides many child support enforcement services to all those in Illinois who need help in collecting child support, whether or not the person receives public assistance. There is no charge for the services, which include: locating the child's absent parent; establishing parentage; establishing and enforcing the child support order; and collecting and distributing all child support payments.

The department also cooperates with other states' child support agencies to locate the absent parent, establish parentage, and secure support across state lines.

FACTS ABOUT EMPLOYMENT AND TRAINING SERVICES

The department's employment and training programs provide people who receive public assistance with the education, skills, employment opportunities, and supportive services they need to become self-sufficient.

During 1989, the department initiated several innovative programs in employment and training services.

- The White House Interagency Low-Income Opportunity Advisory Board selected Illinois to conduct a variety of self-sufficiency demonstration projects. These projects test ways of helping people obtain and keep jobs as well as ways of strengthening family stability. These programs will operate for five years. The department will evaluate them to determine the effectiveness of establishing similar, permanent programs throughout the state.
- The Life Skills Training and Pre-Employment Counseling Demonstration Program focuses on assisting women who have received AFDC for five years or longer deal more effectively with everyday problems, especially those related to employment. Conducted by two not-for-profit organizations in targeted areas of Cook County, the program offers pre-employment counseling, job placement, case management for the entire family, community peer group support, and two years of continuous follow-up.

PROJECT CHANCE

In state Fiscal Years 1987, 1988, and 1989, Project Chance, Illinois' successful welfare-to-work program, helped 148,112 individuals secure employment. Of all Project Chance participants whose cases were cancelled due to earned income between July 1987 and June 1989, 67.8 percent were still off welfare one year later.

Project Chance also helps teen parents in Cook County and the city of Joliet through the Young Parents Program and Project Advance. The Young Parents Program is voluntary and is available to most people receiving welfare in Cook County who are age 20 or under, a parent, or pregnant. The program helps teenage parents break the cycle of welfare dependency by preparing them for the world of work. Project Advance offers its services to mothers under age 20 who have one child and live in the area served by the Roseland, Southeast, South Suburban, or Auburn Park local offices. This four-year, federally funded pilot program works with teen parents to break the welfare cycle, maintain long term self-sufficiency, and reduce repeat pregnancies.

Another demonstration program, Project Pride, is operated in conjunction with Joliet West High School and focuses on welfare and pregnancy prevention. Project Pride participants are high school students in families receiving AFDC. The long-term objectives of the program are to break the intergenerational cycle of dependency and to help participants graduate from high school and obtain employment.

A major factor in the success of Project Chance has been the effective coordination of services with the Illinois State Board of Education, the Illinois Department of Employment Security, the Illinois Community College Board, the Illinois Secretary of State's Office, Job Training Partnership Act (JTPA) programs, and the private sector.

The federal Family Support Act of 1988 mandated the development of the Job Opportunities and Basic Skills (JOBS) Program. This legislation afforded the department the opportunity to enhance and expand Project

Chance programs and services. The department worked closely with the Social Services Advisory Council, the Governor's Task Force on Welfare Reform, and other state agencies to develop an innovative JOBS plan for Illinois which began April 1, 1990. Incorporation of JOBS into Project Chance will allow the department to place more emphasis on providing the education and training participants need to become employable in today's competitive labor force.

FACTS ABOUT FAMILY SUPPORT SERVICES

Child Care

The passage of the federal Family Support Act represents an unprecedented acknowledgment by the federal government of the importance of child care to families. Never before has there been such sweeping recognition that child care is an essential element in enabling low-income families to work. Illinois has emerged as a leader in its commitment to providing an integrated system of child care.

In June, the department gave a two-year, $3.3 million grant to United Way of Chicago to develop and implement a statewide system of 16 locally based child care resource and referral agencies. Developed as a collaborative effort involving IDPA, the Department of Children and Family Services, and the United Way, the network of resource and referral agencies will provide counseling and information to parents, organizations, and employers on child care options. The network will also gather and provide information on provider recruitment, training, and support and the collection and analysis of child care supply and demand data.

Rehabilitation Services

The department helps individuals who are unable to participate in Project Chance's employment activities due to alcohol or substance abuse, homelessness, or mental or physical disabilities. The department's staff refers people for alcohol and substance abuse treatment to a non-profit case management

agency that assesses individuals' needs for services. IDPA's staff refers clients to a provider that best meets those needs and monitors participants' progress throughout the treatment period. The department contracts with nine agencies to provide direct treatment services.

The department also provides support services to homeless clients receiving GA. Staff routinely meets with homeless individuals in shelters and homeless service sites to assist them in maintaining health and safety while seeking permanent housing arrangements.

Domestic Violence Program

The purpose of the Domestic Violence Program is to prevent domestic violence and provide crisis intervention services. The services include shelter, individual and group counseling, legal advocacy, emergency transportation, food, clothing, and medical services. The program supports a statewide network of community-based shelters, walk-in centers, and specialized service programs.

During 1990, it is projected that 150,000 to 300,000 women and children will be victims of domestic violence in Illinois. The department responded to this crisis by funding 47 comprehensive service programs for these victims and their children. Funding for these programs comes from General Revenue Funds, the Donated Funds Initiative, Domestic Violence Shelter and Service Funds, and local matching funds. The department also receives federal funds for the Children's Service Program, which focuses on children of domestic violence victims. In Fiscal Year 1989, the program received $6 million and provided services to 29,176 victims and their children. In Fiscal Year 1990, the program will receive $11 million and will serve approximately 31,000 victims and their children.

Title XX Social Services

The department manages and oversees the federal Title XX Social Services Block Grant and also the Donated Funds Initiative (DFI/CFI) program. State departments in the Title XX Block network in addition to the Department

of Public Aid include the departments of Rehabilitation Services, Mental Health and Developmental Disabilities, Corrections, Alcoholism and Substance Abuse, Children and Family Services, Public Health, and the Department on Aging.

During Fiscal Year 1989, combined funding under the Title XX Block Grant provided 23 separate social services to people with many types of service needs. Services included child care, domestic violence intervention, family planning, rehabilitation and training, and transportation. The services helped meet the special needs of children, adolescents, the aged, people with mental and physical disabilities, those who are emotionally disturbed, and people who have severe alcohol and drug problems.

In Fiscal Year 1989, the department transferred $1.5 million in Title XX Block Grant funds to the Maternal and Child Health Services Block Grant of the Department of Public Health in a cooperative effort to purchase vaccines for the state's immunization program.

Soup Kitchen/Food Bank Program

As part of The Federal Hunger Prevention Act of 1988, the department became the state agency responsible for administering the new Soup Kitchen/ Food Bank Program. The program provides federal food commodities to emergency facilities that feed participants and prevent and alleviate hunger. The department gives priority in the distribution of food to organizations that provide meals to the homeless.

The food commodities are an important contribution to organizations that feed the homeless and to emergency food pantries that provide food for household use when families and individuals have insufficient resources to meet their nutritional needs.

The department received and distributed over a million pounds of food, which the United States Department of Agriculture (USDA) valued at $443,665. Between February and June 1989, the department distributed commodities to 18 lead agencies that provided the food to about 250 emergency facilities that feed those in need. Emergency food pantries helped about 33,000 households, soup kitchens, and shelters serve more than 425,000 meals during this period.

Temporary Emergency Food Assistance Program (TEFAP)

IDPA administers the Temporary Emergency Food Assistance Program (TEFAP) in Illinois. USDA funds the program and provides federal food commodities for distribution to needy families. IDPA allocates the federal food commodities to each county, based upon the number of households receiving food stamps.

The department contracts with volunteer organizations known as Distribution Network Agencies (DNAs) to distribute food in specific geographic service areas. DNAs may then subcontract with Local Distribution Centers (LDCs) to provide numerous, readily accessible food distribution sites throughout each of the geographic service areas. DNAs may also be large food banks that provide food to several small neighborhood food pantries to meet families' emergency food needs.

Immigration Reform and Control Act (IRCA)

The department is the designated agency for administering federal reimbursements for services to newly legalized aliens.

The department uses funds made available as State Legalization Impact Assistance Grants (SLIAG) to reimburse certain public assistance and public health costs. In addition, SLIAG enables the development of a broad range of courses, such as English as a second language, civics, and adult education. In Fiscal Year 1989, 54,101 adults received services through a network of local educational agencies and community-based organizations.

The SLIAG Program provided formerly undocumented aliens of the state with an opportunity to participate in education programs specifically designed to meet their needs. With the acquisition of English language skills, job search techniques, household management knowledge, and a broad range of other essential skills, these Illinois families will achieve employment and become better adapted to their new lives.

Refugee Programs

The Refugee Resettlement Program (RRP) helps people who have refugee status relocate and become self-sufficient. A consortium of 16 private and public sector agencies provide services for these purposes. The program participants are victims of political and religious persecution who have fled their

home countries and cannot return. Over 65,000 refugees from 18 nations have resettled in Illinois since 1985. The majority of the 5,532 refugees who arrived in Illinois and received assistance in 1989 were from Cambodia (60 people), Ethiopia (60 people), Iran (61 people), Laos (228), Poland (609 people), Romania (412 people), USSR (3,480 people), and Vietnam (423 people).

Due to the diverse cultural, ethnic, and language characteristics of these people, IDPA designed a unique federally funded program to provide specialized bilingual services. These services feature case management, cultural adjustment, mental health, and employment services. Special initiatives that are available range from an Unaccompanied Minors Program and refugee health screening to services for youth, refugee women, and those who are elderly. The refugee service system provides comprehensive, cost effective services in numerous languages and minimizes dependence on public cash assistance.

In Fiscal Year 1989, social service providers, including six refugee self-help groups, received funds of $3.7 million and served 8,380 refugees. Of the 4,974 refugees receiving employment services, 2,096 entered employment.

Illinois' refugee programs and services stress a community-based, comprehensive approach to the family unit. The Refugee and Entrant Assistance Program works to address basic survival needs and provides orientation to life in America in clients' native languages. Long-term counseling and mediation services help resolve a variety of conflicts as refugees adjust to living in a different place. Many refugee youths are torn between the modern American values they encounter in school and traditional native values at home. Refugee women as primary and secondary wage-earners are often in conflict with their husbands, who expect their wives to maintain the traditional, homemaker professions of their native culture. These issues and others pose significant problems in families' pursuit of stability and self-sufficiency.

A ROUGH ROAD TOWARD INDEPENDENCE

Ever since Linda Zumwalt was 10 years old, she has wanted to work with people who have disabilities. Her brother had spinal meningitis, which left him deaf. She learned sign language so she could communicate with him. But she wanted to do more.

However, Zumwalt's plans to pursue a nursing career were interrupted when, at the age of 21, she gave birth to a daughter, Georgia. Soon afterwards, Zumwalt quit her job to care for her baby and applied for public assistance at the Illinois Department of Public Aid. She had been receiving assistance through the department's Aid to Families with Dependent Children (AFDC) Program for a little more than year when she met and married Phillip Zumwalt.

Phillip, a 50-year-old truck driver, could not always earn enough money to make ends meet. Disabled by severe arthritis, bursitis, and hypertension, he had to stop working all together in 1987. Between and after the births of their daughters, Linda took a series of jobs as a nursing aide, factory worker, and waitress. Phillip took care of the children. When Linda couldn't find work, the family had to turn to the department for food stamps, Medicaid, and financial assistance.

OVERCOMING BARRIERS

Like many other families living in the southern tip of Illinois, the Zumwalts have limited access to health care and employment. Vicki Miller, the Johnson County caseworker who serves the Zumwalts, said the department works to overcome these barriers.

"We can't change the fact that many people have to travel long distances to receive health care," Miller said. "But we can and do provide transporta-

tion so that people can get the services they need." Miller arranged for the Zumwalt children to have transportation to and from their pediatrician and optometrist.

In the summer of 1989, when Linda was laid off from a job on an assembly line after just one month, she enrolled in the department's education and job training program, Project Chance. Linda hoped that the welfare-to-work program could help her get her career back on track and find permanent employment.

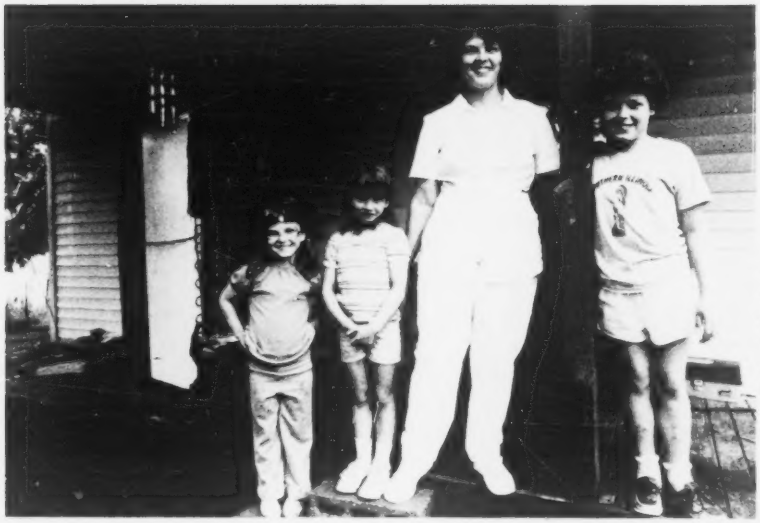
With the assistance of her Project Chance specialist, Lana Hansford, Linda secured a part-time job as a nurse's aide at a nursing home in Creal Springs. Project Chance paid for many of her initial job expenses.

Linda works the night shift four nights a week. She knows the job won't solve all her economic worries, but it's an important step in the process of moving from welfare toward self-sufficiency.

We can't change the fact that many people have to travel long distances to receive health care. But we can and do provide transportation so that people can get the services they need.

"My job is low-paying," Zumwalt said, "but I like taking care of people who are less fortunate, and I hope it will lead to something better. If I get my LPN [Licensed Practical Nurse] degree, I'll be able to work as a nurse *and* make enough money to support my family."

Linda said she never thought she'd have the chance to work toward a longed-for career in nursing until she met Lana Hansford. Not only did Hansford place Linda in a stable job that she enjoys, but Hansford also co-ordinated a funding package that covers educational expenses for Linda to work toward becoming a Licensed Practical Nurse. Project Chance pays for her books, supplies, child care, and car expenses; the federally funded Job Training Partnership Act (JTPA) pays her tuition; and a federal Pell Grant pays for other costs.

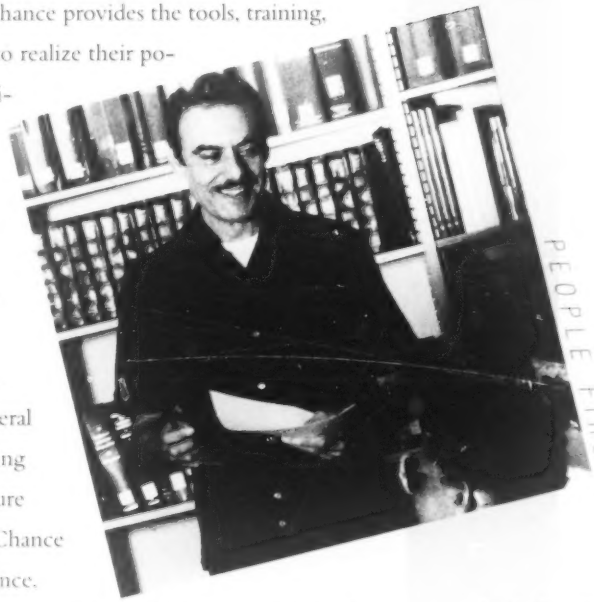


CLOSING IN ON A DREAM

Linda worked 30 hours a week while beginning college courses. In her little free time, she conducts her own self-study program in preparation for Southeastern College's LPN program entrance exam. "I know it's going to be really rough," Linda said. "But if I make it, I'll have a good nursing job and be off public aid."

"When I graduate, I'm going to look for a job where I can care for children with Down's Syndrome," Linda said. "It will be hard work, but it will also be very rewarding. Thanks to Project Chance, my dream is finally going to come true."

In 1986, the department first mailed letters inviting people to join its new employment and training program, Project Chance. One of those letters went to Tomas De La Fuente. Project Chance provides the tools, training, and support services many people need to realize their potential and become self-sufficient. Participants undergo an assessment of their job skills. Then they may take part in an education or training program, depending on their interests and needs.



De La Fuente, a 52-year-old father of four children, from the Little Village area of Chicago, responded to the letter. De La Fuente had been laid off from several manufacturing positions and was struggling to support his family while trying to secure employment. He signed up for Project Chance and embarked on the road to independence.

After his initial assessment, De La Fuente participated in Project Chance's Intensive Job Search Program to learn job-seeking techniques. The program required De La Fuente to contact at least 20 different employers a month and provided him with money for transportation costs in seeking employment. De La Fuente contacted the employers but could not overcome the gap between his qualifications and job requirements. When he did not find a job, the department assigned him to Project Chance caseworker Kevin McCauley, whom De La Fuente later said gave him back the hope of bettering his life.

McCauley helped De La Fuente develop structured goals that could help him get a job. McCauley told De La Fuente that he would help him regain his confidence, develop new references, improve his English and reading skills, and earn his Graduate Equivalency Diploma (GED).

"Tomas had a long work history," McCauley said. "But whenever a plant closes, everyone leaves, so his references weren't around. My feeling

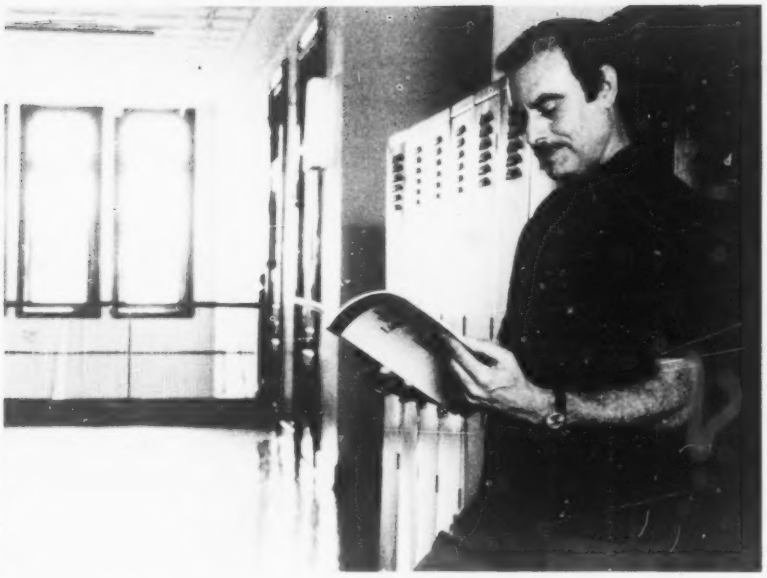
was that he needed to make some new associates who could give him current job references."

McCaule encouraged De La Fuente to attend the Andrew Jackson Adult Education Center. The state-funded institution provides classes in English as a second language, GED preparatory course work, and high school classes for adults.

De La Fuente enrolled at the center. His AFDC grant, food stamps, and medical card helped him continue to support his family while he was in school. Within a year, he received a certificate for English as a second language and his eighth grade diploma. De La Fuente then began working toward his GED.

CARING IS CONTAGIOUS

De La Fuente said he saw McCauley at least once a month when he first joined Project Chance but now sees him almost once a week.



"I used to go to the Project Chance office just to talk to Kevin," said De La Fuente. "He would motivate me, and give me a lot of confidence, and push me a little. 'You'll make it; you'll do it,' he used to say. Now I even see him sometimes here in the halls at school.

"Kevin has been like a brother to me," De La Fuente continued. "He encouraged me to return to school to get my high school diploma. With Kevin helping me, I know I'll succeed."

McCauley, who joined the department in March 1981, said he knew that all De La Fuente needed was a helping hand. He said that he and De La Fuente have developed a reciprocal and caring relationship. De La Fuente has helped him at times with translating and the two worked together with the faculty of Andrew Jackson to expand and improve the English as a Second Language classes in the Near West Side of Chicago.

"It has been a pleasure to work with Tomas," said McCauley. "He really wants to improve his situation in life. I can tell him what I think, but what really matters is what he thinks."

De La Fuente is the president of the Andrew Jackson Adult Education Center's student council. He presides over weekly student council meetings and works with the administration to solve fellow students' problems. He also serves as an interpreter for Latino students, and he plans and supervises special projects, such as a fund-raiser to help needy students pay the $15 fee for the GED exam.

De La Fuente said that his leadership role at the school helped him realize talents he did not even know he had. He has provided a role model for many adults at the school who find it difficult at first to continue their education.

"There are more than 300 students here, and a lot of them call me up and ask for my advice," De La Fuente said. "I've always been a follower; now, I'm a leader."

The future looks brighter for Tomas De La Fuente and his family. He is now awaiting a second chance to pass the GED examination, which he recently failed by just a few points. De La Fuente said it was the math section that caused him the most trouble, and he is going to repeat this portion of the GED classes at Andrew Jackson.

"I'm going to see this thing through and pass my GED," De La Fuente said. "I've learned that when you want to fix something, you fix it."

McCauley said that as soon as De La Fuente passes the GED exam, the extensive job referral network at Project Chance combined with the placement services of the adult education center will place De La Fuente in a position that offers on-the-job vocational training. That should lead to permanent employment.

Illinois Department of Public Aid

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This report was prepared to meet the legal obligation of the Illinois Department of Public Aid to provide an annual accounting of its use of state funds.

Only highlights of the year's activities are covered. For details and information about programs not included, write the Department's Office of Communications, Jesse B. Harris Building, 100 South Grand Avenue East, Springfield, Illinois 62762.

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